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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1994-1995 AND PROPOSED PROGRAMMES AND AND BUDGET FOR 1996

PART I. AFRICA

Section 26 - Southern Africa

(submitted by the High Commissioner)

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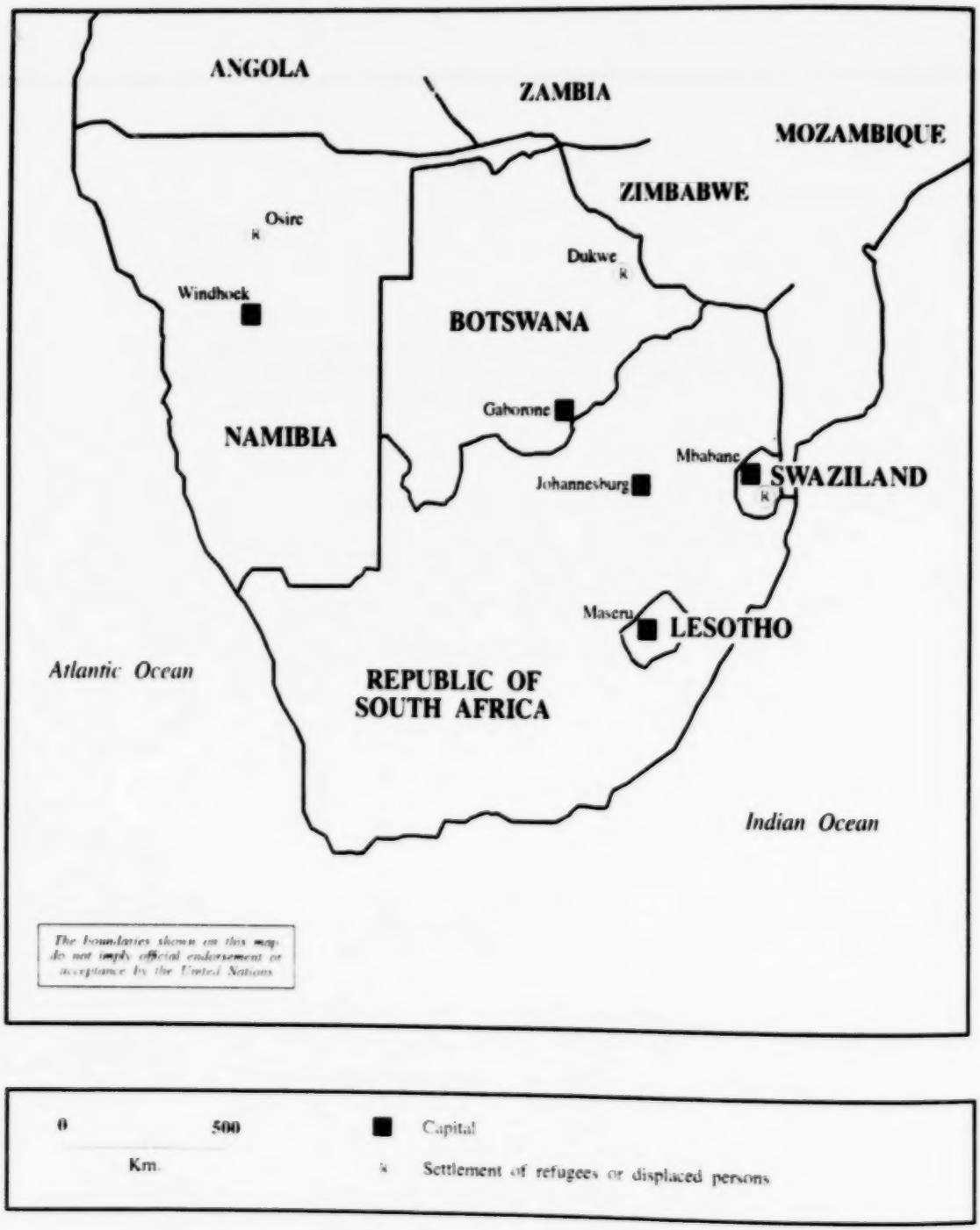
SOUTHERN AFRICA



I.26 SOUTHERN AFRICA

1. This chapter covers UNHCR activities in South Africa, Botswana, Lesotho, Namibia and Swaziland.

2. With the conversion of the former Office of the Chief of Mission (OCM) to the Regional Office for Southern Africa in early 1995, UNHCR South Africa assumed direct responsibility for UNHCR activities in Botswana, Lesotho, Madagascar, Mauritius, Namibia, South Africa and Swaziland. The Regional Office is responsible for the formulation and coordination of refugee policies, assistance programmes and protection activities in those countries. This regional approach includes the fostering of close working relationships with Governments and regional institutions such as the Southern African Development Community (SADC) on issues of regional concern such as population movements, emergency preparedness and irregular refugee movements.

3. In particular, the Regional Office, in conjunction with relevant Liaison Offices, will continue to promote international protection issues with Governments in the region and initiate measures aimed at the harmonization of refugee assistance and eligibility procedures. The Regional Office will also collaborate closely with non-governmental organizations (NGOs) in the region, following the recommendations of the regional UNHCR-NGO Partnership in Action (PARinAC) symposium, held in early 1995.

A. SOUTH AFRICA

1. Beneficiary population

4. At the end of 1994, South Africa hosted 91,900 refugees, comprising an estimated 90,000 Mozambican refugees and some 1,900 refugees of various nationalities. In addition, some 400 South African returnees were being assisted.

2. Developments in 1994 and 1995

5. The repatriation operation to Mozambique had to be revised during the course of 1994 since fewer Mozambicans decided to avail themselves of UNHCR transport assistance than initially reflected in UNHCR's planning assumptions. Upon having launched a final mass information campaign involving refugee leaders, the programme was subsequently scaled down and terminated at the end of March 1995. A total of 32,010 Mozambican refugees were repatriated during the operation.

6. The peaceful outcome of South Africa's general election in April 1994 and subsequent indications by the Government of National Unity that additional employment opportunities would be created probably contributed to an increase in the number of asylum-seekers entering South Africa. In the course of 1995, South

African public opinion has shown a strong sense of xenophobia, which often does not distinguish between illegal migrants and genuine refugees. This development remains of great concern to UNHCR as it undermines the protection of refugees.

7. A skills training project financed by a Trust Fund for South African returnees was successfully implemented in 1994 and 1995, enabling some 600 returnees to acquire vocational skills which will facilitate their entry into the employment market.

8. At the end of 1994, a reorientation of the programme of assistance resulted in a change of the local settlement project to care and maintenance since the forms of assistance shifted to care and maintenance assistance for urban asylum-seekers pending a more durable solution.

3. 1996 country programmes

(a) Objectives

9. UNHCR will continue its current policy of not providing direct material assistance to refugees and asylum-seekers. Instead, it will support and facilitate self-funded activities by local NGOs. To this end, UNHCR will continue to support the work of these NGOs.

10. Based on a survey which is being conducted in 1995 on the professional profile of urban refugees, UNHCR will develop activities in the income-generation sector, thus facilitating the local integration of recognized refugees.

11. The Regional Office will play an active role in disseminating information on the role of UNHCR and the protection of refugees. In this context, the office will also engage in a number of training activities for both government entities and NGOs, in an effort to support and strengthen local capacity building.

12. UNHCR will continue to promote the principles of international protection and assist the Government in further developing its liberal asylum policy.

(b) Proposed budgets for 1996

(i) General Programmes

13. Care and maintenance: Emphasis will be placed on training activities for the implementing partner and the government authorities on eligibility determination and asylum procedures. Since UNHCR is not directly providing assistance but rather facilitating and supporting activities by local NGOs which are coordinated through the International Federation of Red Cross and Red Crescent Societies (IFRC), the main allocation of the Care and Maintenance project is under the sector for Operational Support. A revised submission for this project, prepared in response to the growing numbers of asylum-seekers, is currently under review.

(c) Implementing partners

14. The South African Red Cross Society will continue to provide social counselling and emergency assistance to urban refugees and asylum seekers. In addition, UNHCR will collaborate closely with other NGOs and respective umbrella organizations, which are involved in refugee assistance programmes.

(d) Programme Delivery and Administrative Support Costs

15. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(i) 1994 expenditure (all sources of funds)

16. The 1994 expenditure was lower than the revised estimates, mainly under the objects of expenditure related to salaries and other common staff costs. Following the revision in the planning assumptions of the Mozambican repatriation programme, and the consequent reduction in the beneficiary population, a number of the posts created for the repatriation remained vacant, with corresponding savings in non-staff costs that had been budgeted to support these posts.

(ii) Revised 1995 requirements (all sources of funds)

17. The revised requirements are considerably lower than the initial estimates. With the conclusion of the organized repatriation for the Mozambican refugees, expected in the first half of 1995, the Sub-Office in Nelspruit as well as the Field Offices in Phalaborwa, Wintervelt and Giyani will be closed down and all the posts associated with this programme discontinued.

(iii) Initial 1996 requirements (all sources of funds)

18. The initial 1996 requirements are significantly lower than the revised 1995 budget, taking into account the phase-out of some of the posts associated with the Mozambican repatriation.

19. Although the budgetary provision under Special Programmes has been decreased, the allocation under General Programmes is being increased, following the decision to establish the Office of the Regional Representative in Johannesburg to coordinate and supervise UNHCR programmes in Botswana, Lesotho, Namibia, South Africa and Swaziland. The capacity of the Regional Office has been maintained commensurate with the expanded geographical scope as well as with the new initiatives for prevention of conflicts, promotion of solutions and delivery of protection and material assistance in the region. Therefore, a number of posts originally created under the Mozambican repatriation programme have been extended under General Programmes to deal with refugee-related matters in the region.

B. BOTSWANA

1. Beneficiary population

20. At the end of 1994, Botswana hosted a refugee population of 500 refugees, of whom some 400 received UNHCR assistance. The 226 Angolan refugees made up the largest national group.

2. Developments in 1994 and 1995

21. An ongoing repatriation of South African refugees has been undertaken during 1994 and 1995. It is expected that the remaining South African nationals will opt for nationalization in Botswana. The repatriation of Lesotho refugees was hampered by the political situation in Lesotho during the course of 1994. In line with the completed repatriation to South Africa, UNHCR's presence in Botswana was reduced during late 1994.

3. 1996 country programmes

(a) Objectives

22. UNHCR's objective for the Angolan refugees is to facilitate their voluntary repatriation during 1996.

23. The remaining caseload of urban refugees at Dukwe settlement will continue to be provided with assistance aimed at facilitating their local integration. Some 40 per cent of the urban refugees are considered self-reliant; it is hoped that this ratio can be increased to 60 per cent during the course of 1996, through activities in the education and income-generation sectors.

(b) Proposed budgets for 1996

(i) General Programmes

24. **Care and maintenance**: The number of beneficiaries is being maintained at 400 persons. Although refugees have already attained a degree of self-reliance, a substantial number will still require assistance in food and education.

25. Budgetary provisions for the repatriation of Angolan refugees will be made under a special appeal being developed for the Angolan repatriation.

(c) Implementing partners

26. The Botswana Council for Refugees will continue to be UNHCR's main implementing partner, both in Gaborone and at the Dukwe settlement.

(d) Programme Delivery and Administrative Support Costs

27. Variations due to changes in budget parameters are not discussed in the subsequent analysis (Overview of UNHCR Activities, Part I (A/AC.96/845) refers).

(i) 1994 expenditure (all sources of funds)

28. The 1994 expenditure was not significantly different from the revised estimates.

(ii) Revised 1995 requirements (all sources of funds)

29. The revised requirements are slightly higher than the initial allocation. Although the change of the status of the office to a Liaison Office has led to a reduction of the number of staff assigned there, a relocation to a smaller premises is planned in the revised estimates which will result in additional costs for renovation, removal and arrangements for cleaning and security services. Replacement of some of the old equipment is also envisaged in the revised estimates.

(iii) Initial 1996 requirements (all sources of funds)

30. The initial 1996 requirements are significantly lower than the revised 1995 budget. Pending a detailed review to be conducted in 1995 on the protection and assistance programmes in the country as well as the coverage of some or all of these activities by the Regional Office, all the posts at the Liaison Office are scheduled to be discontinued at the end 1995

C. LESOTHO

1. Beneficiary population

31. Lesotho hosted 68 refugees at the end of 1994, most of whom (35) are of South African nationality.

2. Developments in 1994 and 1995

32. UNHCR's assistance programme has remained largely unchanged during 1994 and 1995, both in terms of beneficiaries and assistance provided. During the course of 1994, some 180 South African refugees repatriated and it is expected that the remaining group of South Africans will undertake steps to seek naturalization.

3. 1996 country programmes

(a) Objectives

33. UNHCR will continue to seek durable solutions for the relatively small caseload of urban refugees in Lesotho. The pursuit of higher education, supported

by a scholarship programme, is being considered to facilitate both the local integration of urban refugees as well as their possible return to their country of origin.

(b) **Proposed budgets for 1996**

(i) **General Programmes**

34. **Care and maintenance**: Since the care and maintenance programme for urban refugees was not entirely implemented during 1994 and will only be partially implemented in 1995, a detailed review will be conducted by the Regional Office in South Africa to determine whether a discontinuation of assistance to urban refugees can be considered. At present, a budget is being proposed for the care and maintenance of 35 urban refugees, with the major allocation going towards domestic needs.

(c) **Implementing partners**

35. The refugee coordination unit in the Ministry of Interior of Lesotho is responsible for the implementation of the assistance programme for urban refugees.

(d) **Programme Delivery and Administrative Support Costs**

(i) **1994 expenditure (all sources of funds)**

36. The 1994 expenditure was lower than the revised estimates. The arrangements for sharing the office premises with UNDP resulted in lower expenditure in rental, security and cleaning services as well as office equipment.

(ii) **Revised 1995 requirements (all sources of funds)**

37. The revised requirements are not significantly different from the initial allocation.

(iii) **Initial 1996 requirements (all sources of funds)**

38. The initial 1996 requirements are lower than the revised 1995 budget. In conjunction with the planned review of assistance to urban refugees, the need to maintain a UNHCR presence will also be considered during the course of 1995.

D. NAMIBIA

1. Beneficiary population

39. Namibia hosted some 1,100 refugees at the end of 1994, the majority of whom were of Angolan origin.

2. Developments in 1994 and 1995

40. During the course of 1994, all infrastructural work at Osiri camp was completed, including the installation of water supplies and the erection of brick houses for refugees. This activity was originally scheduled to be completed in late 1993 but had been delayed due to prolonged negotiations involving the commercial contractor as well as administrative difficulties in the implementation arrangement with UNDP.

3. 1996 country programmes

(a) Objectives

41. With preparatory activities being conducted in 1995, it is anticipated that most Angolan refugees residing at Osiri camp will be able to return to Angola in safety and dignity during the course of 1996.

42. The residual and urban cases will be assisted through income-generation projects, with emphasis on group rather than individual projects. To ensure better local integration, education and skills training of refugees are priority areas. At the same time, UNHCR will encourage the Government to issue work permits to skilled refugees who seek job opportunities.

(b) Proposed budgets for 1996

(i) General Programmes

43. Care and maintenance: The provision of care and maintenance to urban refugees residing at Osiri camp will continue with major expenditures foreseen in the sectors of domestic needs and education. Depending on the timing of the repatriation operation to Angola, the care and maintenance programme may conceivably be reduced during the course of 1996.

44. A separate special programme for the repatriation of Angolan refugees will be designed during the latter half of 1995. Budgetary details will be reflected in an overall appeal for the Angolan repatriation.

(c) Implementing partners

45. The Council of Churches of Namibia will continue to be UNHCR's sole implementing partner for refugee assistance.

(d) Programme Delivery and Administrative Support Costs

(i) 1994 expenditure (all sources of funds)

46. The 1994 expenditure was higher than the revised estimates. Pending the appointment of the Senior Liaison Officer, staff had to be deployed twice on mission status to continue with the provision of protection and material assistance

to the refugees. This resulted in a higher expenditure under the budgets for staffing and the regional/extra-regional travel.

(ii) Revised 1995 requirements (all sources of funds)

47. The revised requirements are not significantly different from the initial allocation.

(iii) Initial 1996 requirements (all sources of funds)

48. Initial 1996 Programme Delivery and Administrative Support requirements are not significantly different from the revised 1995 budget. Pending progress on the repatriation of refugees to Angola, which may lead to a readjustment in the staffing requirements, the level of the staffing is being maintained as in 1995.

E. SWAZILAND

1. Beneficiary population

49. As at December 1994, Swaziland hosted 600 refugees, mostly of urban origin, and all of whom received UNHCR assistance.

2. Developments in 1994 and 1995

50. The repatriation of Mozambican refugees was concluded as scheduled in 1994, with close to 11,000 Mozambicans having repatriated voluntarily with transport assistance from UNHCR. During the latter half of 1994, UNHCR activities in Swaziland were consolidated and the size of the office was reduced in line with the diminished operational requirements.

51. During late 1994 and early 1995, the Liaison Office in Mbabane recorded increasing numbers of new arrivals, including some who had already found protection in other countries in the region.

3. 1996 country programmes

(a) Objectives

52. During 1996, UNHCR expects to provide assistance to some 500 recognized refugees and approximately 300 asylum-seekers, most of whom are expected to be new arrivals during 1996. Refugees will be assisted in their efforts at attaining self sufficiency through temporary payments of subsistence allowance and, more specifically, the provision of income-generation activities. Refugee students will be provided with opportunities to pursue their studies.

(b) Proposed budgets for 1996

53. The care and maintenance programme to urban refugees covers activities in various sectors, with the major allocation being under the domestic needs sector, followed by education.

54. In order to sustain minimum levels of physical welfare, new arrivals will receive a basic kit of household items, including blankets, kitchen utensils and soap. In addition, basic food items will be procured locally for residents of Malindza settlement. Since new arrivals in Swaziland will continue to be accommodated in Malindza, some minor renovations will be carried out at the facility, in addition to recurrent maintenance costs which will be covered by the project.

(c) Implementing partners

55. The programme of assistance to urban refugees and asylum-seekers will continue to be implemented by CARITAS and governed by a tripartite agreement which includes the Government of Swaziland.

(d) Programme Delivery and Administrative Support Costs

(i) 1994 expenditure (all sources of funds)

56. The 1994 expenditure was not significantly different from the revised estimates.

(ii) Revised 1995 requirements (all sources of funds)

57. The revised requirements do not vary significantly from the initial allocation.

(iii) Initial 1996 requirements (all sources of funds)

58. The initial 1996 requirements remain in line with the revised 1995 budget.

UNHCR EXPENDITURE IN SOUTHERN AFRICA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSI ALLOCATI PROJECTI
GENERAL PROGRAMMES (1)					
				CARE AND MAINTENANCE	
248.5	248.8	258.7	Botswana		241.1
9.8	11.2	10.8	Lesotho		10.8
330.5	365.2	426.3	Namibia		328.0
150.0		448.7 b/	South Africa		355.8
923.9	450.0	755.6	Swaziland		550.6
				VOLUNTARY REPATRIATION	
13.3 a/	-	-	Botswana		-
0.7 a/	-	-	Namibia		-
0.6 a/	-	-	South Africa		-
1.2 a/	-	-	Swaziland		-
				LOCAL SETTLEMENT	
31.2 a/	-	-	Botswana		-
2.0 a/	-	-	Namibia		-
3.7 a/	414.0	-	South Africa		-
146.4	121.8	-	Swaziland		-
				RESETTLEMENT	
1.0 a/	-	-	Botswana		-
				PROGRAMME DELIVERY See Overview Tables (Part II)	
273.3	152.1	196.0	Botswana		52.1
35.8	56.6	55.8	Lesotho		27.0
266.3	178.5	152.8	Namibia		182.4
787.7	620.4	922.4	South Africa		1,436.6
295.6	159.7	177.3	Swaziland		192.0
3,521.5	2,778.5	3,404.4		SUB-TOTAL OPERATIONS	3,376.4
				ADMINISTRATIVE SUPPORT See Overview Tables (Part II)	
54.7	53.2	76.7	Botswana		23.8
21.4	25.1	49.2	Namibia		58.4
163.9	177.0	369.9	South Africa		488.3
47.1	39.9	59.0	Swaziland		59.9
3,808.6	**3,073.7**	**3,959.2**		**TOTAL (1)**	**4,006.8**

UNHCR EXPENDITURE IN SOUTHERN AFRICA

(in thousands of United States dollars)

1994	1995			1996	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1994 EXCOM	PROPOSED REVISED ALLOCATION		SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
SPECIAL PROGRAMMES (2)					
				EDUCATION ACCOUNT	
54.7	80.2	-	Botswana		-
58.6	39.7	-	Lesotho		-
33.2	79.5	-	Swaziland		-
				MOZAMBIQUE REPATRIATION	
4,080.0	10887.6	1051.4	South Africa	OPERATION PROGRAMME DELIVERY	-
1,805.5	2,418.6	868.0	South Africa	See Overview Tables (Part II)	-
153.0	37.6	36.0	Swaziland	See Overview Tables (Part II)	-
				ADMINISTRATIVE SUPPORT	
283.8	370.1	162.3	South Africa	See Overview Tables (Part II)	-
18.1	18.8	-	Swaziland	See Overview Tables (Part II)	-
				OTHER TRUST FUNDS	
6.0	-	-	Botswana		-
52.4	-	-	Namibia		-
606.2	550.0	555.0	South Africa		-
				ADMINISTRATIVE SUPPORT Junior Professional Officer	
45.8	34.0	18.0	Swaziland	See Overview Tables (Part II)	18.0
7,197.3	**14,516.1**	**2,690.7**		**TOTAL (2)**	**18.0**
11,005.9	**17,589.8**	**6,649.9**		**GRAND TOTAL (1+2)**	**4,024.8**

a/ obligation incurred against Other Programmes
b/ amount allocated under Other Programmes